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An introduction on blindness is followed by a summary of the initial planning grant proposal for cooperative statewide orientation and mobility program for blind children. Background, development, and utilization of mobility-orientation training are discussed in conjunction with educational programs, guide dogs, canes, mobility readiness, instruction, guidelines, and recent research. Four organizations described are the Special Services Section of the State Department of Education, the Portland Regional Facility for the Blind, the Oregon Commission for the Blind, and the Oregon State School for the Blind. Considered are the incidence and prevalence of blindness; out-of-state programs mentioned include Catholic Charities of Chicago, Hines Veterans Hospital, Detroit Public Schools, Fernald State School, and Perkins School for the Blind. Recommendations and proposed schedule of implementation, concluding statements, and time schedule of project events are presented; also included are a 41-item bibliography, the planning grant application, and letters of support. (LE)

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A PLANNING STUDY FOR A COOPERATIVE STATE-WIDE ORIENTATION AND MOBILITY PROGRAM FOR THE BLIND IN OREGON

RD003263

SCHOOL DISTRICT NO. 1
PORTLAND, OREGON
JUNE 20, 1968

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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A PLANNING STUDY FOR A COOPERATIVE STATE-WIDE ORIENTATION AND MOBILITY PROGRAM FOR THE BLIND IN OREGON

P R O J E C T R E P O R T

Planning Grant
PL. 89-10, Title III

School District No. 1
Multnomah County
Portland, Oregon

June 20, 1968

CONTENTS

Chapter I

Introduction 1

Summary of Initial Planning Grant Proposal 4

Background, Development and Utilization of Mobility-Orientation Training 6

Mobility Training 7

Mobility and the Cane 8

Mobility and the Dog Guide 9

Readiness for Mobility 11

Mobility Instruction for the Partially Seeing 13

Mobility Instruction Guidelines 14

Recent Research in Mobility Aids 17

Summary 17

Chapter II

Organizations 19

Department of Education - Special Services Section 19

Portland Regional Facility for the Blind 22

Oregon Commission for the Blind 23

Oregon State School for the Blind 24

Incidence and Prevalence 27

Chapter III

Description of Out-of-State Programs 32

Catholic Charities of Chicago 32

Hines Veterans Hospital 34

Detroit Public Schools 34

Fernold State School 35

Perkins School for the Blind 36

Chapter IV

Recommendations 37

Discussion of Recommendations 38

Proposed Schedule of Implementation 45

Chapter V

Concluding Statements 48

Time Schedule of Project Events 50

Appendix

Bibliography 51

Planning Grant—Application 54

Letters of Support 63

Credits 67

C h a p t e r I

Introduction

With justifiable reason blindness has long been regarded as one of the most severe and most traumatic of the physical handicaps that befall individuals. This handicap deprives a person of one of the most important senses for functioning within our society. Therefore, we have a long history of care and treatment programs for the blind.

Many definitions of blindness are in existence. As Kirk (1962) has pointed out, "Any definition, of necessity, depends upon the purpose for which it is made. Thus, today, there is 'medical blindness,' 'legal blindness,' 'occupational blindness,' 'educational blindness,' and so forth."

Two characteristics of vision are frequently employed by agencies and states in defining blindness for eligibility for services for the blind. These characteristics are visual acuity and field of vision. Therefore, a person would be defined as being blind if he meets one of the two following criteria: 1) His corrected vision in the better eye is 20/200 or less or 2) the widest diameter of his visual field subtends an angle no greater than 20 degrees, even though his visual acuity in the field may be better than 20/200 (tunnel vision or pinpoint vision). Abel (1958) has described five categories or degrees of vision acuity in laymen's terms

1. Total blindness, or light perception, or visual acuity up to but not including 2/200: would be unable to see motion or hand movements at a distance of three feet;

2. Motion, or form perception, or visual acuity up to 5/200: would be unable to count fingers at a distance of three feet;

3. Visual acuity up to 10/200: would be unable to read larger headlines of a newspaper, but would be expected to have some travel vision;

4. Visual acuity up to 20/200: would be unable to read 14 point or

smaller type, but would be expected to read large headlines of a newspaper;

5. Visual acuity of 20/200: would be able to read 10 point type, insufficient vision for those daily activities for which vision is essential.

Any child who falls into one of the above categories is deprived of a major source of sensory input. Therefore, the blind child's perception of his environment must be based on what he perceives and learns through his remaining senses. It should be recognized that these cannot adequately make up for all that is perceived by the normally sighted child.

One of the most severely affected developmental areas in the blind individual is his locomotion or his ability to move about freely in space. Remediation of this deficit was not substantially investigated or developed until after World War II. Even at this time programs in mobility and orientation were being developed only for adults (who had been traumatically blinded). Only within the past ten years has interest been shown in providing orientation and mobility programs for young children. Research in this area is minimal; however, what does exist indicates that it is not only feasible but essential. Schol (1958) indicates that

> the terms <u>orientation</u> and <u>mobility</u> are assuming a particular meaning in the education of the visually handicapped. Mobility refers to the capacity for being moved with relative ease. For the human being this implies interaction with his surroundings, to influence as well as to be influenced by his environment. Orientation refers to the awareness an individual has about his environment and his position in his surroundings. Thus, mobility refers to a person's innate capacity or state and implies there must be motivation in order to utilize the capacity, whereas orientation is a learned familiarity with regard to relating to the environment through auditory and tactual media, rather than visual. Mobility for the blind may be increased by the use of devises or techniques which

enable a visually handicapped person to travel from one point in space to another.

In less formal terms, the blind person is obliged to use a variety of cues and to develop patterns of behavior which compensate for his loss of vision. The use of such cues and the employment of related skills has come to be referred to as "orientation and mobility." The term will also refer to the adjustments and skills necessary for effective interaction of the blind person with his total environment, e.g., sensory perception, mental orientation or cognitive mapping, and locomotion.

If orientation and mobility is viewed as the individual's knowledge of his environment or his present surroundings, his relationship to it, and his ability to move around within these surroundings, it should be clear that this type of training must start early in the child's life and continue throughout his life time. Responsibility for this training lies with the parents and with all those concerned.

The following report is the result of a planning project conducted by those in Oregon who are concerned with orientation and mobility training for blind children. The project was made possible through a Planning Grant under P. L. 89-10, Title III (Appendix I) which was submitted by School District No. 1, Multnomah County, Oregon.

The Oregon agencies which participated in the planning project include:

School District No. 1, Multnomah County
(Portland Public Schools)

State Department of Education

State School for the Blind

Oregon Commission for the Blind

Administrators from local districts enrolling blind children (Salem, Klamath Falls, and Dufur)

Summary of Initial Planning Grant Proposal

In November 1966, a planning grant proposal was submitted under Public Law 89-10, Title III by School District #1, Multnomah County, Oregon. Title of the project was Planning Grant for Cooperative State-wide Orientation and Moblity Program for Blind Children. Purpose of the proposal was to develop a cooperative state-wide plan of orientation and mobility training which would incorporate cooperative efforts of all state and local agencies responsible for the educational and vocational programs for blind children and youth. The intent was to develop a written plan which would outline the role of each cooperating agency and include a time table for implementing the various levels of orientation and mobility training.

Specific objectives which were outlined included:

1. To develop a state-wide orientation and mobility training program.

2. To provide an opportunity for cooperation with all agencies serving blind children and youth participating.

3. To devise a method that would make such services available to blind children and youth residing in rural and/or isolated areas of the state, as well as in the urban areas.

4. To write a plan for a state-wide program which would insure efficient and economic use of state and federal funds.

5. To help prevent duplication of effort and to identify the role and responsibility of each cooperating agency.

The actual planning activities which were proposed were:

1. Survey of current literature.

2. Out-of-state consultants would be invited to review the problem and make recommendations.

3. Representatives of cooperative agencies would meet with the

consultants to discuss specific roles and contributions in terms of staff and funds to an over-all state-wide program.

4. A final meeting of representatives from cooperating agencies would formalize a general written agreement for the implementation of a state-wide orientation and mobility program.

Those persons who were designated to carry out the planning for the proposed cooperative efforts of state and local agencies in providing orientation and mobility training for blind children in the state of Oregon were:

Mr. Edgar A. Taylor, Jr.
Director of Special Education
Portland Public Schools

Miss Helen Stricklin
Supervisor of Visually Handicapped Program
Portland Public Schools

Mr. Ray Myers
Consultant-Visually Handicapped
State Department of Education
Salem, Oregon

Mr. Charles Woodcock
Superintendent
Oregon State School for the Blind
Salem, Oregon

Mr. Clifford Stocker
Administrator
Oregon Commission for the Blind
Portland, Oregon

In addition, administrators from other local school districts enrolling blind children in the state of Oregon would participate in the planning project.

All activities proposed in the initial planning grant were conducted. This document is a final report of these activities, as well as a presentation of recommendations for implementing a state-wide program in orientation and mobility training.

Background, Development and Utilization of Mobility-Orientation Training

The following information is provided as a summary of the present state of knowledge in the area of mobility-orientation training.

Educational Programs for the Visually Handicapped

Educational programs for children with visual handicaps have changed markedly since the turn of the century. Up to that time, the great majority of visually handicapped children were trained and educated in residential schools (Kirk, 1962). But since 1900, and especially since 1922, a variety of changes in educational programs have been implemented for the visually handicapped. Abel (1958) feels that some of the impetus for the changes was provided by the parents of these children, parents whose activities were organized and communciated in a way that never had been observed previously. This increased enthusiasm of many parents motivated many service agencies (state department of education, health, and welfare personnel, etc.) to be of help in this area.

The individual programs that have evolved from the expanded interest in the visually handicapped vary somewhat from each other, but three broad programs emerge from the differing characteristics of each individual program.

The first of these programs is the residential school, the oldest type of educational program for the visually handicapped and the one which historically has been responsible for serving the largest number of visually handicapped children (Kirk, 1962). However, in more recent

years the largest percentage of the visually handicapped are being educated in the public schools.

The integrated and cooperative programs place the visually handicapped child in the public school, either in a special room for the entire school day, or in a resource room plan where the child spends a portion of the school day.

The third type of educational program for children with visual handicaps is the itinerant teacher program. In this plan the child attends regular school all day with sighted children. The itinerant teacher's services are offered to the child and the classroom teacher on a regular basis.

The placement of a visually handicapped child into one of these programs will depend upon a number of factors. Evaluations for educational placement often include mental ability, educational achievement, social maturity, amount of near vision, and health status. An additional factor that is often evaluated for educational placement is mobility.

Mobility Training

Mobility instruction for the visually handicapped is an area that has gained prominence during the last two decades. However, it has only been in the last five years that systematic research has been conducted in this area.

Basically, mobility instruction refers to the art and science of training the remaining senses of a blind person, to enable him to move from place to place easily, gracefully, and safely, with a maximum awareness of himself and his environment (Keating, 1965). Recently this instruction has come to be known as the science of peripatology (from the

Greek language, peri---all about, around; pative---to walk). Mobility instructors are often called peripatologists.

There are four basic methods of travel that are employed by blind people. The first is travel without any aid whatsoever, which limits the individual's mobility, safety, and grace. The second method of travel is with the aid of a sighted human guide. This method has its appropriate place for all travelers, but when used exclusively the individual runs the risk of becoming dependent and eventually losing the use of his remaining senses as aids to mobility. The third method of travel is with the cane and applied techniques. The fourth method is with the use of a dog guide (Keating, 1965).

Mobility and the cane

It is claimed (Irwin, 1955) that the white cane movement originated in France and soon found its way across the channel to England. In the United States, action was first taken in Peoria, Illinois where the first city ordinance requiring regulation of the use of the white cane was passed in 1930. In quick succession other city ordinances were passed and soon laws were enacted in a majority of the states requiring automobile drivers to give the right-of-way to a visually handicapped person carrying a white cane.

However, it was not until World War II that the first standardized system of travel with the cane was introduced. It was at this time that Dr. Richard Hoover devised a new cane and a technique for using it. The main disadvantages of canes previous to this time were "its short length, its heaviness, its cumbersomeness, and its poor conducting quality" (Hoover, 1950, p. 356).

Hoover and his associates designed a longer, lighter, and more durable metal cane. This same cane, with some slight modifications, is the cane that is used today by many visually handicapped persons. Adaptations of the Hoover cane such as folding canes, telescopic canes, and canes made of steel, aluminum, alloys, plastics, glass, bone, ivory, and all kinds of wood (Hoover, 1950) have been made, but the Hoover cane remains the most widely used among persons with visual handicaps (Auzenne, 1965).

The cane has been considered by Hoover (1950) and others as nothing more than an extension of some of the special senses. Its primary use is as a bumper, with a secondary function as a probe. In addition to the many and exact steps that are necessary in developing the correct usage of the cane, it is important not to overlook other fundamentals such as sound, smell, posture, and touch as used in determining terrain under foot.

Many visually handicapped people have objected to carrying the white cane as they feel that it makes their visual handicap too conspicuous in ordinary social intercourse (Irwin, 1955). However, Keating (1965) points out that skillful and graceful negotiation of travel situations with this device will lend an air of dignity and competence to a blind person, changing the emphasis of the cane from identification to independence.

Mobility and the dog guide

The cane is not the only tool whose use has been greatly developed during the Twentieth Century. During the First World War, a problem was

created when the thousands of soldiers lost their sight in the German army. The German Government met this problem by developing a system of training dog guides for its blinded veterans (Irwin, 1955). The method worked so well that it soon spread to other countries.

The first training school for "seeing-eye" dogs in the United States was opened in 1927 in New Jersey (Ebeling, 1950). Additional training schools in various parts of the nation were opened in later years, and it is approximated (Irwin, 1955) that over 3,000 visually handicapped people have been provided with "seeing-eye" dogs.

Various authors (Manzel, 1964; Ebeling, 1950; Irwin, 1955) have pointed out that careful study is exercised in the selection of recipients for "seeing-eye" dogs, as not every blind person can use a dog guide. Some of the limiting factors (Ebeling, 1950) to be considered are health, age, mental alertness, home environment, and fondness for dogs. Youngsters under seventeen years of age are generally not mature enough to handle a dog successfully; mature persons, fifty to fifty-five, often find it too difficult physically. Because of some of these limiting factors, it is estimated (Ashcroft, 1963) that the use of dog guides is practical for only about 5% of the visually handicapped.

The main difference between mobility with the help of a cane is that a dog guide can assume the technical activity of walking; avoiding obstacles, finding the entrances and exits of houses, yards, and shops; and locating streets and street crossings. This allows the handicapped person to concentrate on the intellectual action of reaching a certain destination. Some writers (Telford & Sawrey, 1967) emphasize the point that the person must know his destination and how to get there. His is

still the task of orientation. The dog, like the cane, only indicates the spaces into which the handicapped person can safely move.

The objective and subjective factors mentioned earlier, as well as the client's own choice, are all taken into account when advising a visually handicapped individual on whether a dog guide or a cane is preferable in a particular case. In general, most writers (Menzel, 1964) suggest to the greater number of clients that a cane will be adequate help for them, unless specific facts of his case prove that a dog guide will be more helpful.

Readiness for mobility

The increased emphasis in the last few years on the importance of mobility instruction for the visually handicapped has caused a number of corresponding problems. One of the major problems has involved the evaluative aspects of readiness for moblity. Although a number of informal measures are being used to evaluate readiness, there is still no commonly accepted readiness test (Graham, 1965) that will predict within reasonable limits the possible success of a person who begins mobility training.

Graham (1965) writes that some intake procedures do exist for selecting the type of mobility training each individual would receive, and in a few cases to some degree of sophistication. One center requires a general physical examination, an opthalmological examination, and a social work service report. Too often the basis of selection is not this thorough, and the person is pre-judged to be potentially successful in mobility training because he wants to be, or because he seems to be healthy.

One writer (Murphy, 1966) feels that the visually handicapped person's ability to conceptualize is an important part of any readiness for mobility training. Murphy has devised a series of interviews that are designed to reveal the reality level of a client's ability to conceptualize.

Sample questions directed to the congenitally blind would be:

1. Can you describe and explain how traffic moves in an intersection?
2. Do streets normally have sidewalks on both sides?
3. Can you make a 90-degree or right angle turn?
4. Can you describe a STOP sign? How do STOP lights function?
5. How does a bus differ from an automobile?

The adventitiously blinded, however, might be tested on the accuracy of their recall and how their concepts of things such as styles in clothing, cars, and building construction compare with present trends.

Some writers (Menzel, 1967; Murphy, 1965) feel that the best proof of readiness for mobility is evidenced by active desire. Why the client is really taking the instruction will partly determine his readiness to take what he learns and make it another aspect of his independence. In the end, this may very well be the most important factor for consideration. The visually handicapped person may seem ready in all ways for mobility instruction, but the training will probably fail unless the client experiences within himself a genuine desire to participate in the training.

Another test for mobility training readiness is the one proposed through the auspices of the Israel Institute for Orientation and Mobility

of the Blind. This extensive test (Menzel, Shapira, & Dreifuss, 1967) includes eight major categories for evaluation. They include: 1) personal data; 2) medical data; 3) remaining senses; 4) outdoor mobility data; 5) educational, occupational, and employment data; 6) temperament, emotional balance, and physical type; 7) attitudes and adoption of the candidate to his handicap; and 8) motivation.

This test is presently being investigated and considered by several mobility centers. Evaluations of the effectiveness of this test are forthcoming.

Mobility Instruction for the Partially Seeing

The problems that are confronted by the partially sighted individual in mobility training are somewhat different from those confronted by the blind.

The major difference between those labeled partially sighted and those individuals who are blind is the fact that the partially sighted have some residual vision which can be used in their mobility. Even within the partially sighted group there is a wide variance of visual loss among individuals thus labeled.

Part of the partially sighted individual's preparation for mobility training should include complete optimum restoration of his remaining vision. (McDonald, 1966; Richterman, 1966).

An important consideration, and one that has caused a good deal of controversy in the field, is the use of occluders in the mobility training of partially sighted individuals. The greatest number of writers (Stone, 1965; McDonald, 1966; and others) feel that it is psychologically wrong to use occluders with the partially sighted and allow them to

experience being totally blind, when often their greatest fear is total blindness. There seems to be consensus among the writers in this area that the client with residual vision should be making the greatest possible use of the remaining vision. Furthermore, Richterman (1966) feels that effective utilization of remaining useable vision in travel will help insure safe, effective travel to a much greater degree than occluding such usable vision.

The majority of individuals with residual vision usually have color and contrast available to them. Therefore, instruction in the use of color shadings is often valuable in helping the person to draw significant information much more quickly than through the use of other senses. Additional instruction in supplementing the visual cues with the sense of hearing and touch are also a necessary and important part of mobility training for the partially sighted.

Instruction in mobility for the individual with partial sight is more an individualized program than the training for the blind. Stone (1965) feels that instruction for the partially sighted is more difficult because of the specific unique characteristics of different cases. In programs for the partially sighted, it is standard procedure to make modifications and changes in mobility instruction.

Mobility Instruction Guidelines

The key point to be considered in mobility instruction is quality. Murphy (1966) points out that if instruction is inferior, the readiness for mobility which a client possesses could well degenerate before the instructional period is over. The continual need for quality instruction was one reason why the Federal Government involved itself in the

professional training of mobility instructors. The idea grew out of the Government's work with blinded veterans after World War II (Auzenne, 1965). The final result of this work was the establishment of two centers for the professional training of mobility instructors. These centers are at Boston College and Western Michigan University. The programs at both schools are at the graduate level. More recently centers have been established at San Francisco State College and Los Angeles State College.

Basically, the majority of mobility training programs begin with the instruction in the correct use of a human guide, and with preliminary sensory training. This is usually followed by a series of indoor techniques designed to give the visually handicapped individual the maximum amount of protection in familiar surroundings without a cane. The cane is usually introduced next, and the technique for using it in an outdoor situation is explained. The "field" experience usually begins with simple travel on a straight sidewalk, progressing to a more complex travel pattern involving street crossings with and without lights.

Throughout the program the travel situations become progressively more difficult—difficulty being measured in terms of the amount of traffic, number of persons on the street, difficulty of terrain, etc. The program ends in the downtown area, using elevators, escalators, revolving doors, etc., and with instruction in the correct use of public transportation. Throughout the training program, a well organized system of sensory training is taking place. The major sense employed by the blind person in indepedent travel is hearing, and as he becomes involved with the program emphasis is placed upon the proper use of this sense.

Sense of touch is also employed to some extent, because it is through this sense that a blind person is able to determine various types of terrain. He also learns how he can use hot and cold skin sensations resulting from the wind and the sun to help him in his orientation (Goodman, 1964; Keating, 1965).

Some of the more important techniques that the mobility instructor will have taught the visually handicapped individual at the completion of the training are listed by Silver (1965).

1. How to walk through a doorway.
2. How to stoop to retrieve a dropped object.
3. How to recognize a turn on a sidewalk.
4. How to stay on a sidewalk.
5. How to cross streets.
6. How to distinguish an alley from a street.
7. How to find himself when he is lost.
8. What a landmark is.
9. What ground slopes, changes in temperature, or texture changes can mean.
10. How to use the cane for navigation in familiar and unfamiliar areas.
11. How to handle himself on crowded sidewalks.

The important point in this discussion is not that the cane (or dog guide) is a valuable aid to mobility (which it is) but that it requires extensive training. This instruction is all the more effective if the mobility instructor is well trained and versed in the exacting techniques of mobility teaching.

Recent Research in Mobility Aids

Dupress (1967) points out that research on mobility aids to be used as a supplement to the cane or the dog guide began during World War II. Since that time, a wide variety of ultrasonic, sonic, ambient light, infra-red light, and, more recently, laser or laser-like devices have been constructed.

One potentially useful device is the narrow beam ultrasonic mobility aid developed by Dr. Leslie Kay of England. The Kay device operates with frequency modulated ultrasonic energy similar to the function of the bat's sonar (Dupress, 1967). It is hand-held and is capable of detecting small objects at distances up to twenty feet, while at the same time providing some additional data concerning the surfaces and geometry of an object.

A second device of potential usefulness is a long cane fitted with three laser-like sensors. One sensor provides early warning of terrain changes, the second detects objects up to twenty feet away, and the third alerts the user to obstacles in the area of the head and shoulders (not explored by the cane) (Dupress, 1967).

These mobility devices, and others like them, need to be used more extensively by the visually handicapped before complete evaluations on their effectiveness will be known. Dupress (1967) feels that the role of mobility devices will become more important as the trend towards more travel at all age levels continues to increase.

Summary

The mobility training program evolved as a result of a need on the part of the visually handicapped to regain their freedom of travel.

Great strides have been made in the past two decades, and additional progress is evidenced in the continuing research and experimentation with mobility aids.

Mobility instruction has been valuable in helping visually handicapped individuals in overcoming emotional, interpersonal, and social problems partially caused by immobility. Obviously, mobility should not be looked upon as a panacea; however, it is a means to a more productive life for visually handicapped individuals.

Chapter II

Present Status of Oregon Program

A. Organizations

Four organizations in the state of Oregon have been actively involved in providing services for the blind and partially sighted. The following is a brief description of the services provided by each of these agencies.

1. Department of Education, Special Services Section

The Special Services Section of the Oregon State Department of Education provides extensive services for all handicapped children in the state. Included in their program is the area of blind and visually handicapped. Mr. Ray Myers presently serves in the capacity of State Consultant in the Special Services Section. It is his responsibility to implement the services by the State Department to school districts serving visually handicapped children. These services include:

a. Consultant services (available to all districts on request)

   1. Interpret the educational limitations of a child's visual disability.

   2. Prescribe appropriate educational assistance to visually handicapped children.

   3. Discuss specific classroom procedures with teachers.

   4. Refer child to other agencies.

   5. Assist districts in completing reimbursement and certification forms.

b. Materials (Certified children only)

   1. Braille, large print, and recorded (on either tapes or discs) textbooks

   2. Braille and wide-lined paper

3. Map outlines

4. Reference materials such as encyclopedias and dictionaries

c. Equipment (Certified children only)

1. Braille writers

2. Typewriters

3. Record players

4. Tape recorders

5. Magnifiers

6. Tilt-top desk easels

7. Typing copy holders

d. Reader Service (Certified children only)

This program is to assist certified visually handicapped children in reading materials that have not been especially prepared in large type or braille. The reader may be anyone who has a good reading voice and who is efficient in the oral reading skill. The school district pays the reader and files claim with the Department of Education for reimbursement as an excess cost.

e. Teacher Training

The Department has some funds to reimburse teachers for the cost of obtaining Special Education training and teaching visually handicapped children.

Only children who are certified according to chapter 100, section 398, Oregon Law 1965 (House Bill 1020), or who attended the Oregon State School for the Blind are eligible for Special Educations services

provided by the Department of Education. Visually handicapped children would be considered certifiable if it is believed that their vision problem is interfering with school achievement, and they have 1) visual acuity after refraction and treatment of 20/70 or less in the better eye, and 2) any special condition which in the judgment of an eye specialist makes it necessary for the child to be provided with Special Education services not required by the normal child. The school must provide evidence that the visually handicapped child for whom certification is requested has sufficient ability to profit from instruction. This evidence may be in the form of individual or group intelligence test scores. These tests must have been administered within one year of the date of application. The Department reserves the right to require an additional test administered by a qualified examiner. In situations where the validity of the results of an individual or group test may be questioned because of the severe loss of vision, the child's teacher is requested to indicate whether in her professional judgment the child's general performance is indicative of an ability to profit from instruction. This information is recorded in section one, page two, of the application for certification, form HCI. The eye examination required for certification of visually handicapped children may be completed by either a medical eye specialist (ophthalmologist or optometrist licenced to practice in Oregon). The eye examination must have been within one year from date of application. All applications for certification forms must be approved by the State Department of Education and the State Board of Health. A "notice of certification of handicapped child" is sent to the school district when the application has been approved by both

agencies and certification is completed.

Approximately one hundred and seventy blind children are presently being served by the Special Services Section of the Oregon Department of Education.

2. Portland Regional Facility for the Blind

The Portland Regional Facility for the Blind is operated by the largest school system in the State and is located in the largest population center of the State. Because of the population concentration and the leadership in its school system, the Portland School District has assumed as one of its functions a highly developed program for the visually impaired child. Services of the Regional Facility transcend the usual boundary lines of the Portland School District to include surrounding districts within a radius of approximately fifteen miles. It is a State operation delegated to the Portland District for administrative purposes; but it is a shared operation, also, for each district provides the cost of a normal education for each child. Excess costs are met by the State.

Approximately 75 children whose visual impairment is within the legal definition of blindness are currently served by members of the staff of the Portland Regional Facility. Teachers working on an itinerant basis serve this group of students and provide resources and consultations for the regular classroom teacher who has a visually impaired student in his classroom. Counseling service is available to parents of young blind children. The counselor also provides developmental guidance for preschool blind youngsters and plans a nursery school experience for each child. Tuition and transportation costs for nursery

school are not provided for by public funds.

Additionally, the Portland Regional Facility has a comprehensive library of braille books and other aids for the education of the visually impaired. The regional facility library is essentially a resource for all visually impaired children attending any local school in the State of Oregon.

Imaginative summer programs have been conducted through the Portland Regional Facility. These have included concentrations on preschool, physical education, orientation and mobility, and work experience for visually impaired children and adolescents.

3. Oregon Commission for the Blind

The Commission for the Blind is authorized by law to provide services to any blind person of any age in the State of Oregon and it is specifically authorized to provide services in way of adjustment to blindness. However, the Commission has primarily confined itself to providing service to the adult population, (those who have completed their formal elementary and/or secondary school training.)

It is the commission's view that they continue to serve as a supplementary resource in a state-wide program of Orientation-Mobility Training. As a resource they could be counted on to fill the gaps in orientation and mobility training that could not be bridged by the formal authority and services of the public schools and the State School for the Blind.

The types of services that the Blind Commission would be willing to provide, upon invitation and request from the School for the Blind, public school, or other authorities:

1. Informational services for parents, close relatives, guardians, or other sighted people living with the blind.

2. Services for blind children living in sparsely populated areas where there is not a sufficient number of blind students to warrant the public schools having an orientation-mobility training service.

3. The Commission's orientation-mobility training service would be made available to blind students living in any part of the state; however, in areas such as Portland where the school system has an orientor-mobility trainer on its staff, the Commission would not duplicate services being provided by the public schools.

4. The Commission would serve the adult blind and the blind child who has completed his formal education but needs some orientation mobility training in order to better equip him for his vocational pursuits.

In summary, the Commission will be an active, participating member of the team to assure orientation-mobility training for all blind children and will assist in dissemination of public information regarding blind persons and their needs for orientation and mobility training. However, careful attention will be given to prevent overlap of services currently being provided by the Oregon State School for the Blind and the public school systems.

4. <u>The Oregon State School for the Blind</u>

The Oregon State School for the Blind, located at 700 Church Street S. E., Salem, Oregon, was established in 1873. At the present time the campus consists of seven modern buildings, a boiler plant, and maintenance repair shop, including a series of store rooms and garages. The campus is built on seven and one-half acres which is located just six blocks south of the State Capitol and is designed to enroll approximately one hundred students.

The following are the stated goals for the Oregon State School for the Blind:

1. Education: to assist blind and visually impaired children to attain a level of individual mastery of their physical, social, emotional, academic, and spiritual world.

2. Interpretation: to assist the public in becoming better informed about the many visual deficit conditions and the implications of these conditions for personal adjustment and individual competence within the context of community living.

3. Leadership: to assist the staff to develop further their capacities, attitudes, and level of self-action so as to promote the effectiveness of their performance in their many roles in school.

4. Research: to provide a setting for the continual exploration of problems associated with visual impairment, such setting to be used by school staff and qualified investigators. Intent of such exploration would be discovering new knowledge, new approaches, new materials, and perfecting existing methods and materials to enhance the community effort in behalf of blind and visually impaired children.

5. Participation: to contribute as integral member agency to the community welfare.

The population served by the Oregon State School for the Blind presently consists of approximately one hundred blind and severely visually impaired children. Most of these children are residents of Oregon. A few are enrolled by tuition agreement with other governmental jurisdications, particularly Alaska. The majority of the students are from counties located west of the Cascades. County health units and medical eye specialists throughout Oregon refer students to the school. Additional referrals come from the University of Oregon Medical School, Department of Ophthalmology, Public Schools, parents of blind children, Oregon State Department of Education, and other interested individuals.

Application for admission to the school is made in writing to the superintendent. Upon acceptance for admission, extensive review and evaluations are made on the case to ascertain the initial placement of the child in the proper curriculum. This evaluation is accomplished by a placement team consisting of the supervising teacher, director of health services, one or more teacher-therapist, one or more counselor-therapist, a psychologist, a parent counselor, and the director of dormitories.

Programs of the school provide services for children from preschool age through age 18. The academic program for the school extends from kindergarten through the ninth grade. Three general curriculums have been established. The primary objective of Curriculum I is to help each child learn to manage himself in terms of meeting the demands of daily living. Curriculum II contains the content of Curriculum I as well as guides the child in his development of communication and socialization so that he may interact with others in a friendly and secure manner. Curriculum III mostly conforms to the Oregon State Department of Education Curriculum Guides for elementary and junior high schools of the state, with appropriate adaptations in time and equipment to meet the learning needs of blind and very visually impaired children. If at any time it is decided that a child would more appropriately benefit from the services of another school or agency, procedures are instituted for an orderly transfer. If students in consultation with parents choose to continue their education beyond the ninth grade, they are referred to the Division of Special Education of the Oregon State Department of Education. This agency would make arrangements for their enrollment in public or private schools. If students choose to work after the ninth grade or age

18, they are referred (again in consultation with their parents) to appropriate agencies for vocational training in placement or for care.

At present, the Oregon State School for the Blind maintains the only trained mobility-orientation instructor in the State. This instructor has established and conducts a training program for a limited number of children at the school. Also, the School for the Blind conducts a four-week summer program of orientation and mobility for approximately 38 children.

B. Incidence and Prevalence

The estimates of the visually handicapped population in the United States vary according to different sources. The problem of accurate estimates relates to the differences in opinion concerning the definition of blindness and partially seeing, and others arise because of different frames of statistical references (Abel, 1958).

These problems have caused Hurlin (1962) to point out that there are no dependable statistics in the United States on the prevalence of blindness and partially sighted. However, various writers (Lowenfeld, 1963; Ferree, 1967; Telford & Sawrey, 1967) have provided an estimate of this population.

The consensus that is generally accepted considers .03% of the school age children as blind, and .2% of the school age population as partially sighted. These figures are most often based upon the definitions of 20/200 or less for the blind, and 20/70 or less for the partially sighted. In actual numbers, this amounts to approximately 15,000 school-age blind, and 80,000 school-age partially sighted. These numbers are considerably increased when the total population of the

United States is used as the denominator, for it is estimated (Lowenfeld, 1963) that 65% of the visually handicapped in the United States are over 55 years of age.

Since 1952, the incidence of visual handicaps in the U. S. has stablized around the same number. The year 1952 marked the discovery of the cause of retrolental fibroplasia, a condition which was estimated (Kirk, 1962) to cause one-half of the visual handicaps in pre-school children in the early 1950's. The incidence of visual handicaps has leveled off to such a steady number, that Ferree (1967) predicts "the best assumption we can make for 1977 is that there will be no appreciable change in prevalence and new case rates; they will be the same as at present" (p. 291).

Oregon Population Description

The Oregon population description is based on information from three major sources: 1) University of Oregon Survey: Service Needs of the Blind in Oregon (Feb. 1968); 2) 1967 Certificate of School Attendance and Registration of Blind Pupils, Oregon State School for the Blind; 3) 1967 Certificate of School Attendance and Registration of Blind Pupils, Oregon State Department of Education.

Adult Blind

In February 1968, the registered blind adult population in Oregon numbered 2,455. (Adult blind were defined as all registered blind persons 14 years of age or older.)

TABLE 1

DISTRIBUTION OF ADULT BLIND OF KNOWN AGE AND SEX

(As of February 29, 1968)

Age Group	Total	Male	Female
TOTAL	2,617	1,300	1,317
Under 5	28	14	14
5-14	134	77	57
15-25	254	152	102
26-35	126	84	42
36-45	173	100	73
46-55	258	158	100
56-65	340	193	147
66-75	385	177	208
75 or over	894	334	560
Unknown	25	11	14

School Age Blind

The number of school age blind children reported in 1967 was 268. Of this number, 97 were enrolled at the Oregon State School for the Blind and 171 were enrolled in public school classes.

Other

The reported number of blind patients at Fairview State Hospital and Training Center is 52.

Total Number of Reported

Blind Cases in Oregon as of Jan. 1, 1967

* School Age Blind Children	268
* Adult Blind (over age 14)	2,329
Fairview State Hospital & Training Center	54
	2,651

Geographical Distribution

As reported in the Service Needs of the Blind in Oregon, 90% of the registered adult blind reside in the western half of the state and 10% in the eastern half. Well over 50% of the registered adult blind in the State are within 100 miles of Portland and over 35% reside in Portland. The geographical distribution of school age blind children will differ from the distribution of adult blind, but it appears reasonable to assume that eventual residence may be projected on the same proportions.

Mobility Skills

Mobility skills of the adult blind are also reported in the Service Needs of the Blind in Oregon. Projections from their data suggest that 62% of the adult blind population or 1,432 persons rely to some extent upon human guides when they travel. 709, or 49%, depend on human guides exclusively. The other half, who use some sort of travel aid in addition to human guides, are distributed in the following manner: untrained use of cane 33%; trained use of cane 11%; dog guide 2%; crutches 5%.

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* There is some age overlap between these two reports. Approximately 30-35% of the school age blind may also be reported in the Adult Blind Census

The following table serves as an indication of aid chosen for travel dependent on the familiarity or unfamiliarity of area of travel.

TABLE 2

PROJECTED PERCENTAGES OF PERSONS CHOOSING CERTAIN AIDS AS A FUNCTION OF DISTANCE AND FAMILIARITY

	Areas of Travel				
Type of Aid	Neighborhood	Local Familiar	Local Unfamiliar	Distant Familiar	Distant Unfamiliar
Cane	32%	22%	16%	15%	7%
Dog guide	2%	2%	2%	2%	2%
Human guide	30%	45%	53%	53%	61%
Cane and dog	5%	5%	6%	7%	9%
No aid	25%	20%	17%	17%	15%
Would not travel	6%	6%	6%	6%	6%
Total	100%	100%	100%	100%	100%

In summary, the above table indicates that for neighborhood travel the cane is the most frequently chosen aid. However, as the distance from area increases and the familiarity of area decreases, a sharp rise in the percent choosing human guide is noted.

It must be noted that the above figures are based on the adult blind population rather than school age children. However, it does give some indication as to projected status of school age children. One of the major purposes of orientation and mobility training is to increase the independence of blind persons in travel and general orientation to their environment. If the recommendations of this planning report are implemented, it is entirely conceivable that major shifts in chosen form of aid for travel may be seen in the future.

Chapter III

Description of Out-of-State Programs

As proposed in the Planning Grant, visitations were made to existing out-of-state orientation-mobility programs. These visitations were made in order to benefit from the experiences of others.

This section describes those programs visited by Miss Helen Stricklin, Supervisor of Visually Handicapped, Portland Public Schools, and Mr. Ray Myers, Consultant-Visually Handicapped, State Department of Education.

Department of Vision & Hearing Services
Catholic Charities of Chicago
645 W. Randolph
Chicago, Illinois

Mobility program was started five years ago by Mr. Robert Gochman. First students served were high school boys and girls, and gradually younger children were included. Mr. Gochman feels that fifth or sixth grade is the ideal time to begin formal cane travel.

In order to develop a progression of pre-cane skills, a workshop was held early in the program. The mobility instructor served as the resource person, and all resource and itinerant teachers participated. After the initial workshop, teachers in the resource rooms worked with youngsters on these skills in an informal way. Stress was placed on the importance of preschool and early elementary school years in the teaching of orientation skills. Usually by third grade or so, the children are able to find their way in the school with ease and safety.

Mr. Gochman works with no more than ten students a year and teaches on a twelve month basis. The child receives intensive individual training three times a week during his sixth grade year. Using five

instruction periods per week is not desirable because congenitally blind children find that the acquisition of orientation knowledges is a lengthy process and really should be acquired over a long period to insure thorough understanding. A prolonged program has the additional advantage of adequate supervision by the orientation and mobility instructor during the early phases of training.

By the time students are ready for junior high schools, they are able to board buses, walk to school by themselves, and do many of the things the seeing child can do. The mobility instructor helps orient each child to his new school situation and then is on call until the child finishes eighth grade when further reinforcement is given. Advanced mobility is postponed until the high school level when the child's needs are expanded, and he is ready for a unit on business travel. Periodic instruction and follow-up is also necessary.

Some of Mr. Gochman's comments and suggestions included:

> Most efficient use of orientor can be made by bringing the youngsters into a central place. Otherwise, the mobility instructor has too many places with which to become familiar and spends too much time travelling.
>
> Care must be taken to insure that the mobility instructor does not have too heavy a load.
>
> Plans for a new mobility program must of necessity be relatively simple. A pilot plan or demonstration project would be most advisable.
>
> The adult skills of mobility, as produced at the Central Rehabilitation Center, Hines Hospital, can be used for children without revision.

Hines Veterans Hospital
Hines, Illinois

It was at Hines Hospital that a systematic method of cane travel for blinded veterans was refined and that mobility instructors were trained until colleges were able to offer programs in this area. Although orientation training may be quite different, cane techniques developed at Hines have been used with few modifications in the mobility instruction for blind students, most of whom are congenitally blind.

A visit to the hospital provided an excellent opportunity to see the various phases of the rehabilitation and mobility training that is provided for blinded veterans. There is a one-to-one instructor-pupil ratio.

Detroit Public Schools
Detroit, Michigan

Dr. Edith Kirk, Director of the Visually Handicapped Section for the Detroit Public Schools, discussed the importance of the orientation-mobility program, how such a program is received in the schools, and some of the problems encountered. Dr. Kirk appeared to be very interested in Oregon's program for the visually handicapped, and much of the discussion centered around what was being done in the Oregon Regional Facilities.

Two Detroit schools were visited to observe the orientation-mobility program. Both of the schools had resource classrooms for their visually impaired pupils. Mr. John Thomas, the mobility instructor, indicated that his usual daily class load was five pupils and that he had very little difficulty in scheduling an opportunity to work with the children. His instruction was directed primarily to teaching the students to travel

in the school building and back and forth to their homes. Mr. Thomas has good rapport, and it is evident that the pupils enjoy mobility training.

Instruction is also given on how to travel to the post office, drug-store, and other points of interest which are near the student's home. At certain times during the school year when it is convenient to take the pupils out of the classrooms for an extended period of time, the mobility instructor teaches the boys and girls to use public transportation and get around Detroit independently.

Fernold State School
Greene Blind Unit
Waverly, Massachusetts

Mr. Paul McDade is working on a three-year project, the goal of which is to provide mobility instruction for the severely retarded blind students residing at the school. There are 250 mentally retarded blind students at Fernold. The orientor had worked with 13 students, 7 of whom are now able to attend classes at a school at least one-fourth of a mile from the blind unit. The trip involves some complex mobility problems. The I.Q.'s of these students, according to tests, were less than 60.

He picked 22 students who had a reasonable expectation of success in mobility training and out of that number only two withdrew. All were enthusiastic and eager.

Because of the safety element, most responses had been practiced until they had become automatic, but this did not rule out decision-making on the part of the students. For example, they were able to recover their positions after missing a landmark by backtracking and finding the right route to their objective.

Mr. McDade always used correct terminology with students, stressed importance of developing realistic concepts, approved of rewards, and had excellent rapport with students. He felt that eleven or twelve years of age was an ideal time to begin formal training.

Perkins School for the Blind
175 North Beacon Street
Watertown, Massachusetts 02172

On a tour of the campus at Perkins School for the Blind, Dr. Carl Davis, Director of Research, provided some historical background as well as pertinent information regarding the excellent physical plant and the wide curriculum that is available to students enrolled at the school. Unfortunately, there was no opportunity to observe any mobility training programs.

Boston College
700 Commonwealth Avenue
Chestnut Hill, Massachusetts

Dr. John Eichorn, Coordinator of Special Education and Peripatology, reinforced comments made by several mobility instructors regarding the importance of preschool training. He also emphasized the impact that the personality of the orientor could and should have.

Although there are many agencies providing services to blind children and youth in the Boston area, there appears to be very little communication between agencies.

Chapter IV

Recommendations

From general discussion between participating agency personnel, visitations to out-of-state programs, and consultative advice, the following recommendations have been formulated and are presented as a framework for establishing an Oregon State Plan of Orientation and Mobility Service.

1. A responsibility of the Cooperative Council should be to clearly define the roles of each participating agency.

2. Existing census procedures should be continuously examined and updated to assure identification of all visually handicapped children and adults.

3. Additional orientation-mobility instructors should be acquired by each of the primary agencies.

4. Emphasis should be placed on the orientation-mobility instructors as a resource for working with parents, teachers, etc., and not solely with the blind individual.

5. Every effort should be made to standardize the orientation-mobility curriculum throughout the state.

6. Concerted effort should be given to the establishment of structured preschool education for the visually impaired with emphasis on orientation and mobility.

7. Priority should be given to expanding the preschool and parent education program at the Oregon School for the Blind. The Portland Regional Facility program also needs to be expanded and similar programs initiated if the need arises in other parts of the State.

8. Procedures should be established to insure that orientation-mobility instruction is made available to all blind individuals in the State who must adjust to a new environment.

9. Existing summer programs should be continued and expanded as needed.

10. An extensive and comprehensive public information program should be initiated by the Cooperative Council.

Discussion of Recommendations

1. One charge of the Cooperative Council shall be to clearly define the roles of each participating agency.

During the past few years, an informal committee has been periodically meeting to discuss services to blind individuals in Oregon. This committee has consisted of representatives from the Commission for the Blind, State School for the Blind, State Department of Education, and the Portland Public Schools. These agencies have been, and remain to be, the primary responsible agencies for providing services to the blind. Their cooperative efforts have helped develop excellent programs and services. However, the informal procedure limits the activities which are both possible and needed. It now seems advisable to give formal recognition to the group and to charge it with specific responsiblities.

The Cooperative Council should meet at least four times a year and/or at the call of its chairman. Each of the existing agencies serving the blind have primary responsibilities. These responsibilities usually pertain to an age population, a specific locale, or certain function. It is evident, however, that much overlapping will exist in developing a comprehensive program in orientation and mobility. Therefore, the Cooperative Council should specifically designate the role and responsibility of each agency to the total program. This should in no way prohibit flexibility, for flexibility is seen to be essential in the total state-wide program. However, primary responsibilities must be established and inter-agency communication lines must be defined.

2. Existing census procedures should be continuously examined and up-dated, if necessary, to assure identification of all visually handicapped children and adults.

Every child and adult in Oregon who may be in need of orientation-mobility instruction should have an equal opportunity for the service. To assure this, it is essential that every visually handicapped individual in the State be known to the Cooperative Council. Therefore, it should be the responsibility of the Council to review present census procedures and make recommendations for revision if they are found to be lacking.

Particular attention should be given to conducting a comprehensive survey in public and private institutions to identify blind individuals in need of orientation-mobility instruction. Specific referenence should be made to such institutions as the Fairview Hospital and Training Center, Columbia Park Hospital and Training Center, the State Mental Institution, parochial and private schools, and private and public schools for other types of handicapped children.

Multiply handicapped children and adults are frequently overlooked by agencies that specialize in one type of handicap. This is true even though these individuals are often in the most need of services. It should be the responsibility of the Cooperative Council to see that this does not happen.

3. Additional Orientation-Mobility Instructors should be acquired by each of the primary agencies.

At the present time there is only one fully-trained orientation-mobility insturctor being utilized in the State of Oregon. This person

is now employed by the School for the Blind. It should be quite evident that additional instructors are needed. Although long-range requirements are difficult to predict, immediate needs are apparent.

Recommendations for additional instructors are as follows:

Commission for the Blind: 2

One of the instructors would have the responsibility of working with adults, while the other would be responsible for providing services to remote areas of the State.

School for the Blind: 2 (for total of 3)

There is an immediate need for an additional instructor to work with the present population of the school. The third instructor will be needed whenever a pre-school program is started.

State Department of Education: 1

There are approximately 170 children throughout the State currently certified by the State Department of Education. The majority of these children are enrolled in schools outside of current service areas. It seems appropriate to have an orientation-mobility instructor on the staff to provide services to these children.

Portland Regional Facility: 2

Since approximately 25% of the State's blind children reside in the Portland area, it would appear that this facility will require a minimum of two instructors to conduct a full program.

Eugene Regional Facility: 1

Unless unforeseen changes occur, it would seem that one instructor

in the Eugene area would be adequate.

The total of nine orientation-mobility instructors is seen as being both minimum and optimum at the present time. With this number, each person needing instruction should be able to receive it.

Although the instructors would be assigned to specific agencies, flexibility in their movement should be established. It would be the responsibility of each agency to share in meeting the needs of all individuals, and the specific responsibility of the Cooperative Council to develop the required procedures.

4. Emphasis should be placed on the orientation-mobility instructors as a resource for working with parents, teachers, etc., and not solely with the blind individual.

In order to promote the total orientation-mobility program for the blind child, it appears essential that the instructor work closely with other individuals having frequent contact with the child. This close working relationship should attempt to provide consistency in directions from the various people-figures in the child's environment. Additionally, the knowledges and resources of the orientation-mobility instructor would thus be made available in places where they would be of the greatest benefit directly or indirectly to the child.

5. Every effort should be made to standardize the orientation-mobility curriculum throughout the State.

The importance of a standardized training program, with provisions for adjustments for individual personalities, cannot be over-emphasized.

As blind children and adults may move from one area to another and orientation and mobility instructors may change, there is a real need for consistency in the training methods and techniques that are utilized. This may not be of paramount importance at this moment, but as the orientation and mobility training increases in state-wide coverage it could pose a problem. Therefore, it is recommended that efforts be made to keep close communication between orientation and mobility instructors and continual attention be payed to the consistency or inconsistency of their instructural approaches.

6. Concerted effort should be given to the establishment of structured preschool education for the visually impaired with emphasis on orientation and mobility.

The pre school years are viewed by many as the most important period in any individual's life. It is during this time that many of the general attitudes of an individual toward his environment are formulated and developed. The instructor working at this level should have a strong background in child development, as well as orientation and mobility training. It is of importance that the instructor work with the parents and other family members in addition to working with the child.

The total family should understand that the child should be expected to perform and therefore aid the child in expecting something of himself.

7. Priority should be given to expanding the preschool and parent education program at the Oregon State School for the Blind. The Portland Regional Facility program also needs to be expanded, and similar programs initiated if the need arises in other parts

of the State.

In all areas of exceptionality, the great importance of early training cannot be over emphasized. Whereas, specific cane-travelling techniques may not be emphasized at this early stage; the orientation to environment and the general development of the child is of much importance. The orientation of the child to sounds, to smell, to touch, etc., in a structured or semi-structured environment may have considerable benefits and implications for later educational development.

It is not the purpose of this recommendation to suggest that formal education should start at age 2, 3, 4, or 5 for the blind child. But rather, the recommendation is proposed to stimulate discussion and exploration in the area of orientation and mobility training for the young blind child.

Training periods for pre school youngsters may be of short to intermediate duration, dependent on the type and extent of program developed.

8. <u>Procedures should be established to insure that orientation-mobility instruction is made available to all blind individuals who must adjust to a new environment</u>.

The need to adjust to the surroundings of a new environment will exist when a blind individual moves from one physical and geographical setting to a new setting. Examples of this would be when a blind person enters a college or university, when a blind person takes his first job, or when a blind person moves from one job to another. It appears entirely possible that orienting to the new environment could be highly expedited by assistance from an orientation and mobility specialist at the time

that the move is made. If it can be assumed that the blind person has already had some orientation and mobility training, the investment of two to three days time by an orientation and mobility instructor may greatly aid the blind person in his total adjustment to his new environment.

9. Existing summer programs should be continued and expanded as needed.

The highly successful summer programs in orientation and mobility training conducted at the Oregon State School for the Blind should be commended and continued.

Summer programs in orientation and mobility training, physical education, and work experience, as provided by the Portland Regional Service, are equally commendable and should be continued.

It may be desirable to evaluate the degree to which the summer programs provide total coverage for all blind children that can benefit from such programs. Because of the highly successful nature of these programs, expansion should be considered if a need area, or a group of children that are not served, does exist.

10. A public education program should be carried on by the Cooperative Council.

The primary objectives of this recommendation would be to:

1. Further sensitize the general public to the needs as well as the abilities of the visually impaired individual.

2. Assure broad coverage of information regarding services to the blind. This information should be of particular significance for the blind or their parents, teachers, or other professional or non-professional personnel that have frequent contact with the blind.

3. Provide a general blanket of information that will also

come into the hands of legislators and other governmental sources that can then more effectively assess the needs of the blind and how their particular body or agency can give the type of support that is needed.

The objectives of this recommendation could be attained through concerted effort in the following areas:

1. Pamphlets and general information being prepared and readily available for general distribution.

2. Slides, filmstrips, movies, etc., that could be available to service clubs, church groups, elementary and secondary schools, colleges, etc.

3. Radio and television announcements and programs that could be sponsored through public service time.

4. Broader coverage of stories dealing with the blind that would be of general interest and importance to the public.

5. Having a pool of speakers conversant with the needs of the blind that would be available to speak to various interested groups.

In summary, particular emphasis should be given to the need for and advantage of orientation and mobility training for the blind, but should be a part of general information regarding the blind rather than an isolated public education entity.

Proposed Schedule of Implementation

The implementation of all recommendations are projected over a two year period. By phasing in each of the proposed activities, a smooth and solid structure would be anticipated. Upon implementation of the recommendations, the State of Oregon could be considered to have an exemplary program in orientation and mobility training for the blind. It should be understood, however, that developing and maintaining this program will be a continuous responsibility of the Cooperative Council.

Phase I

June, 1968 - September, 1968

1. Meeting of the Cooperative Council to define specific roles and assign responsibilities to the respective agencies.
2. Summer programs in orientation and mobility to be conducted by the Oregon School for the Blind and the Portland Regional Facility
3. Immediate recruiting and selection of orientation and mobility instructors by each of the agencies.

Phase II

September 1968 - June, 1969

1. Through a method established by the Cooperative Council, a complete review should be made of the census procedures and changes made whenever needed or appropriate.
2. In September, 1968 orientation and mobility instructors should be added to the staffs of respective agencies as follows:
   a. Commission for the Blind —2
   b. Oregon School for the Blind —1
   c. State Department of Education —1
   d. Portland Regional Facility —1
   e. Eugene Regional Facility —1
3. Program of public education should be designed and implemented by the Cooperative Council.

Phase III

June, 1969 - September, 1970

1. Additional orientation and mobility instructors should be added

to the agency staffs as follows:

a. September, 1969, Oregon School for the Blind —1

b. September, 1969, Portland Regional Facility —1

2. All orientation and mobility instructors should establish a standardized curriculum in orientation and mobility training.

3. Preschool programs for blind children should be expanded at:

a. Oregon School for the Blind

b. Portland Regional Facility

4. A summer program in orientation-mobility training to be conducted in the summer of 1970 at the Eugene Regional Facility.

5. Public education program should be continued and expanded.

Chapter V

Concluding Statements

Although the visually handicapped constitute a very small percentage of the population of Oregon, their needs are extensive and require the help of many individuals and agencies to attain an optimal degree of independence.

One of the most critical problems of the visually handicapped is their orientation to, and mobility in, their environment. The Planning Grant for Cooperative State-wide Orientation and Mobility Program for Blind Children has enabled the various agencies of the State of Oregon to appraise the current status of their orientation and mobility training program and to project an ideal program in this area.

This report has been the result of a planning project conducted by those in Oregon who are concerned with orientation and mobility training for blind children.

The project was made possible through a Planning Grant under Public Law 89-10, Title III (Appendix I) which was submitted by School District No. 1, Multnomah County, Oregon.

The Oregon agencies which participated in the planning project include:

School District No. 1, Multnomah County
(Portland Public Schools)
State Department of Education
State School for the Blind
Oregon Commission for the Blind
Administrators from local districts
enrolling blind children

As proposed in the initial project proposal, several activities were conducted by the participants. As described previously, these activities included:

1. A survey of the current literature concerned with orientation-mobility training and examination of existing Oregon programs.

2. Visitations to existing out-of-state orientation-mobility training programs.

3. Discussions with a visiting out-of-state expert in orientation-mobility.

4. Frequent meetings between representatives of cooperative agencies.

From these activities recommendations were made to initiate and develop a Cooperative State-wide Orientation and Mobility Program for Blind Children and Adults. A "phase-in" time schedule for the implementation of the recommendations was also presented.

It is the hope of each of the participating agency personnel that this projected program will receive acceptance and full support. The visually handicapped individuals in the State of Oregon will be receiving an added hope for the future if the support is given, and another cross to bear if it is not.

Title III Orientation and Mobility Planning

Project Time Table

September 15, 1966	General discussions began - project written
November 28, 1966	Project submitted to Title III Committee
August 7, 1967	Notification of approval
September 1, 1967	Beginning of project
October 5, 1967	General discussion of Project and planning out-of-state observations in Portland
October 24, 1967	Visitation of Boston College, and Walter E. Fernold School, Green Blind Unit, by Raymond S. Myers and Helen Stricklin
October 25, 1967	Visitation of Perkins School by Raymond S. Myers and Helen Stricklin
October 26, 1967	Raymond S. Myers visited Detroit's orientation and mobility program.
October 26, 1967	Helen Stricklin visited Chicago's orientation and mobility program.
January 17, 1968	Small group meeting in Portland
February 16, 1968	Small group meeting in Eugene
February 26, 1968	Large group meeting in Salem
March 4, 1968	Miss Kay Gruber's evaluation
March 23, 1968	Small group meeting in Portland to discuss preliminary draft of report
March 31, 1968	Initiation of written report
May 9, 1968	Raymond S. Myers and Helen Stricklin visited the Northwest Rehabilitation Center, Community Services for the Blind (Seattle), and the Braille Department of the Seattle Public Schools.
June 17-18-19, 1968	Mrs. Laura Zetsche attended National Seminar on Services to the Visually Impaired Child of Pre-School Age in New York City.
June 20, 1968	End of Project

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U. S. Department of Health, Education, and Welfare
Office of Education
Division of Plans and Supplementary Centers
Washington, D. C.
OE Form No. 4312
Congressional District Nos. 1 and 3

Budget Bureau No. 51-R 522
Approval Expires 10/15/66

PLANNING GRANT
(P.L. 89-10, TITLE III)

APPLICATION FOR FEDERAL GRANT TO PLAN A SUPPLEMENTARY EDUCATIONAL CENTER AND SERVICES

OE Project No. [ ]

Title of Project: Planning Grant for Cooperative State-wide Orientation and Mobility Program for Blind Children

The Applicant: School District No. 1, Multnomah County
Legal Name

Address: 631 N. E. Clackamas Street, Portland, Oregon 97208

hereby applies to the United States Commissioner of Education for financial assistance for planning the supplementary educational center, services or activities described in this application, pursuant to the provisions of Title III of the Elementary and Secondary Fducation Act of 1965 (Public Law 89-10).

THE APPLICANT HEREBY GIVES ASSURANCE TO THE UNITED STATE COMMISSIONER OF EDUCATION THAT:

1. The applicant has the necessary legal authority to apply for and receive the proposed grant.
2. The activities and services for which assistance is sought under this title will be administered by or under the supervision of the applicant;
3. In the planning of the program proposed in the application there has been, and in the establishing and carrying out that program there will be participation of the appropriate cultural and educational resource (s) of the area to be served;
4. Any funds received under this grant shall not be used to supplant funds normally budgeted for the planning of services of the same type;
5. The applicant will comply with Title VI of the Civil Rights Act of 1964 (P.L. 88-352) and all requirements imposed by or pursuant to

the Regulations of the Department of Health, Education, and Welfare (45 CFR Part 80) issued pursuant to the title, to the end that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applican receives Federal financial assistance from the Department. The number assigned to the Portland Public Schools under the HEW Form 441 - Assurance of Compliance with the rules and regulations concerning non-discrimination - is 47-0026001.

6. The project will be operated in compliance with Public Law 89-10 and with Regulations and other policies and administrative issuances by the Commissioner, including submission of such reports as may be required;
7. Copies of this application have been submitted for review and recommendation to the State educational agency;
8. The filing of this application has been authorized by the governing body of the applicant, and the undersigned representative has been duly authorized to file this application for and in behalf of said applicant, and otherwise to act as the authorized representative of the applicant in connection with this application.

I, Norman K. Hamilton, do hereby certify that all of the facts, figures, and representations made in this application, including all exhibits and attachments hereto and hereby made a part of this application, are true and correct to be the best of my knowledge and belief.

DATED: November 28, 1966

School District No. 1, Multnomah County, Ore.
(Legal name of applicant)

BY: N. K. Hamilton
(Signature of authorized representative)

Assistant Superintendent
(Representative's title)

NOTARY PUBLIC: Subscribed to before me this

NOTARY PUBLIC SEAL

Nov. 28, 1966 (Date) Portland (City) Oregon (State)

SIGNATURE OF NOTARY PUBLIC _____
Fred T. Radtke

DATE NOTARY'S COMMISSION EXPIRES August 14, 1969

PART I

GENERAL DATA - PLANNING GRANT

1. Official name and address of local public educational agency (or agencies) submitting this application:

School District No. 1, Multnomah County
(Portland Public Schools)
631 N. E. Clackamas Street
Portland, Oregon 97208

County (or counties) Multnomah

The State data processing code(s) for the local district(s) _____

2. Name, official title, and address of the person authorized to receive and administer the grant:

Dr. Norman Hamilton, Assistant Superintendent
School District No. 1, Multnomah County, Oregon
631 N. E. Clackamas Street, Portland, Oregon 97208

Telephone No. 503 (Area Code) 234-3392 (Local No.) 211 (Extension)

3. Name, title, and address of the project director:

Mr. Edgar A. Taylor, Director of Special Education
Child Service Center
220 N. E. Beech Street
Portland, Oregon 97212

Telephone No. 503 (Area Code) 288-5361 (Local No.) 1 (Extension)

4. Types of functions to be funded:

X Planning of program

_____ Planning of facilities

5. Total estimated size of group and classification of persons to be served: 250 legally blind children, to be served by this proposed project at time of application.

6. This plan will develop a comprehensive orientation and mobility program for blind children and youth residing in the State of Oregon. It will provide a sequential instruction that will eventually enable such children to travel more efficiently. Increased mobility should enhance a student's self-concept and promote better social integration.

7. Total personnel to serve on planning project:

Staff positions	Full-Time	Part-Time	Full-Time Equivalent *
Professional:			
Proj. Director	None	10/200 donated	½
Pub. School Supt.		10/200 time	
State Dept. Consultant		40/200 "	
Supt. Ore. School for the Blind		10/200 "	
Director V.R., State Dept.		1/200 "	
Adm. Ore. Comm. Blind		20/200 "	
Outside consultants (2)		3/200	
Writer		22/200	
Non-professional	None	None	None
Totals	None	8	½

* This term is used to equate part-time personnel with full-time positions.

8. Estimated cost of the proposed planning project:

$7,960 Total Cost

$2,310 Total non-Federal support

$5,020 Total Federal support under Title III, P.L. 89-10

$ 630 Total Federal support other than Title III, P.L. 89-10

9. Name anticipated sources and amount of Federal support other than Title III, P.L. 89-10 directly affecting this project.

Oregon Commission for the Blind and the Division of Vocational Rehabilitation receive 75% of their funds from P.L. 89-333. It is anticipated that the Oregon Commission for the Blind and the Division of Vocational Rehabilitation will receive approximately $630 Federal support through P.L. 89-333.

10. List the sources and amount of non-Federal support for this project.

Oregon State School for the Blind	$600
Portland Public Schools	750
State Department of Education	750
Oregon Commission for the Blind	200
Division of Vocational Rehabilitation	10
Total	$2,310

PART II

SECTION 1: ABSTRACT

A. Blindness is a handicap which severely and sometimes completely restricts the individual's mobility and social integration. Congenitally blind children fail to learn basic spatial concepts which most children learn incidentally and without effort. Academic and/or vocational skills are of little economic value if an individual is unable to travel effectively outside of his home environment. Although formal instruction in the use of the long cane, dog guide, and independent travel skills can greatly enhance a person's ability to travel effectively and his social integration, there is, at the present time, no regular program providing orientation and mobility training in Oregon.

B. The proposed project would incorporate the cooperative efforts of all state and local agencies responsible for the educational and vocational programs for blind children and youth. A cooperative state-wide plan of orientation and mobility training will be written. This written plan will outline the role of each cooperating agency and include a time table for implementing the various levels of orientation and mobility training.

C. The actual planning activities will consist of the following:

1. Survey of current literature;
2. Out-of-state consultants will be invited to review the problem and make recommendations;
3. Representatives of cooperating agencies will meet with consultants to discuss specific roles and contributions in terms of staff and funds to an overall state-wide program.
4. A final meeting of representatives from cooperating agencies will formalize a general written agreement for the implementation of a state-wide orientation and mobility program.

D. Funding for operational programs is already or will soon be available to several agencies working with blind children and youth under Title I, Public Law 89-10 (as amended by Public Law 89-313) and P.L. 89-333. While this legislation provides considerable amounts of money for operational programs and evaluation, only Title III of P.L. 89-10 provides for planning grants. Local and state agencies allow staff time and some in-state travel for the purpose of program planning, but there is no local resource to pay for out-of-state consultant services and travel expenses.

E. Agencies participating in the planning project would be as follows:

School District No. 1, Multnomah County (Portland Public Schools)
State Department of Education
State School for the Blind
Oregon Commission for the Blind
and administrators from local districts enrolling blind children (Salem Public Schools, Klamath Falls Public Schools, Dufur Public Schools).

SECTION 2: PURPOSE OF THE PLANNING GRANT

A. The objectives to be achieved through this planning grant are:

1. To develop a state-wide orientation and mobility training program;
2. To provide an opportunity for a cooperative program with all agencies serving blind children and youth participating;
3. To devise a method which would make such services available to blind children and youth residing in rural and/or isolated areas of the state, as well as in the urban areas;
4. To write a planned state-wide program which would insure efficient and economic use of state and federal funds;
5. To help prevent duplication of effort and to identify the role and responsibility of each cooperating agency.

B. Blind children and youth fail to learn what other children often learn by observation. These children must be taught that homes are generally arranged in communities and neighborhoods by blocks and that house numbering is typically arranged into some specific order. They do not know the location of various public buildings and private business establishments in relation to their homes. These children require special instruction to develop concepts of spatial relationships. Immobility encourages social isolation and often contributes to unhealthy psychological attitudes. Dependence upon others and immobility promotes a self-concept of inadequacy or of having special rights and privileges. These children and youth need appropriate instruction and assistance from the pre-school through college age. A haphazard crash program provided during a period of specific need may help, but this approach is no substitute for well-planned and sequential program conducted as the individual matures.

C. A written plan of the overall program including each agency's role and specific responsibility and a time table for implementing the program in an orderly, sequential manner will be prepared and provided for each cooperating agency. There are several state and local agencies responsible for the educational habilitation of the blind children and youth in Oregon. (See item E, Section I). The School for the Blind, Portland Public Schools, and the Oregon Commission for the Blind have had part-time or summer programs of orientation and mobility and at least two of these agencies expect to employ full time orientors for the 1967-68 academic year. While each agency will plan its own program, this is the ideal time to coordinate each individual effort into a balanced state-wide cooperative program. The unique aspect of this plan is that it will enable all agencies serving blind children and youth within the state to unify their efforts into the most effective and economical program. This program could be organized to provide for the natural sequential development of mobility readiness and instruction.

D. This project will enable Oregon agencies to benefit from out-of-state resources in planning their orientation and mobility programs. The development of a cooperative state-wide plan will assist in clarifying specific roles and responsibilities and facilitate the implementation of a better overall program. The use of out-of-state consultants and visitations will allow Oregon agencies to benefit from the experiences of others. Useful ideas from other areas may be modified to provide

for the unique problems of Oregon. It would be helpful to talk with administrators and orientors from other sections of the country to determine what experience has revealed about case loads, work schedules, and compatibility with regular school programs. Salaries and contracts must be studied to determine reasonable rates and whether or not the orientor should be expected to work Saturdays and during school vacations. The specific orientation and mobility need at each age level should be determined and provided for in the overall program.

Areas that may be visited:

Los Angeles Orientation and Mobility Project

Boston University

Western Michigan College

Seattle Rehabilitation Center

At least two inter-agency meetings will be held to discuss problems with out-of-state consultants or to hear consultant's reports and to formalize an agreement of the cooperative state-wide program. The majority of the local expenses for these meetings would be charged to the State Department of Education and Portland Public Schools. Federal funds will be used to pay the expenses of the consultants and some participants.

This project will make possible the employment of a professional person to develop a comprehensive, cooperative, state-wide orientation and mobility program from information gathered, recommendations, and reports.

E. The literature has been surveyed by various members of the cooperative agencies. Representatives of agencies have attended regional and national meetings where discussion of these problems have been on the program. The State School for the Blind and the Portland Regional Facility for the Education of Blind Children have conducted short summer sessions which offered, in addition to other activities, orientation and mobility instruction. Informal meetings between various agencies have been held to discuss ideas and funding problems.

SECTION 3: PERSONNEL

These are the persons and their current positions who would carry out the planning for the proposed cooperative efforts of state and local agencies in providing orientation and mobility training for blind children in the unique geographical and social setting of the State of Oregon.

Mr. Edgar A. Taylor, Jr., Director of Special Education,
Portland Public Schools

Miss Helen Stricklin, Supervisor of Visually Handicapped Program, Portland Public Schools

Mr. Ray Myers, Consultant - Visually Handicapped
State Department of Education, Salem, Oregon

Mr. Charles Woodcock, Superintendent
Oregon State School for the Blind, Salem, Oregon

Mr. Clifford Stocker, Administrator, Oregon Commission for the Blind, 535 S. E. 12th Avenue, Portland, Oregon

The salary amounts are as follows:

Please note these are "in kind" services and attempt to reflect one or more days prorated according to the degree of local state support.

Edgar A. Taylor	$375 (10 days at $37.50 per day)
Helen Stricklin	$375 (10 days at $37.50 per day)
Ray Myers	$750 (40 days at $37.50 per day)
Charles Woodcock	$600 (10 days at $60.00 per day)
Clifford Stocker	$200 (25% is paid from State funds: 20 days at $40 per day)

Out-of-state consultants have not yet been approached for time and fee commitments. Possible consultants are listed in Section 2-D.

Administrators from other local school districts enrolling blind children will also participate in the planning, since the ultimate, broad goal is development of cooperative State-wide services built upon current experiences and probable future needs.

SECTION 4: FACILITIES AND SERVICES

This planning project is designed to serve blind children and youth residing within the unique geographical and social setting of the State of Oregon. This state is broadly rural with only one sizable metropolitan area, several small cities strung out along one river valley, and wide areas of unpopulated mountains and plains. Cooperative services for handicapped children have proven sufficiently successful in the metropolitan area so that additional efforts toward providing equal educational opportunities in the more remote areas now seem warranted.

The State of Oregon has in its educational statutes a law permitting the State Department of Education to set up "regional facilities" in which a designated school district becomes the agent of the State Department in carrying out a program for handicapped children without limitation of either school district or county boundary lines. Such

programs are funded by the State except for the normal cost per ADM from the district or residence, which represents the "local effort." Biennially a contract agreement is written between the State Department of Education and School District No. 1 to provide services to visually handicapped children in the greater metropolitan area currently affecting residents of three counties and 17 school districts. Thus, Oregon is already known for its cooperative programs.

Portland State College, the University of Portland, Lewis and Clark College, Reed College, Marylhurst College, Cascade College, Concordia College and the University of Oregon Medical School - all within the metropolitan area - provide educational facilities (resources) and in some cases course work or research in the area of handicapped children.

SECTION 5: MATERIALS AND SUPPLIES

Necessary clerical and administrative assistance is being provided without cost by participating agencies.

There will be a small expense for postage, paper, ink, duplicator master copies and for typewriter rental.

These materials and supplies are needed to provide a written copy of the final program to each agency and for general distribution.

SECTION 6: BUDGET

No Title III funds will be requested for operational purposes.

OCT 2 1 '66

63

STATE OF OREGON
OREGON STATE SCHOOL FOR THE BLIND
700 CHURCH ST. S.E.
SALEM 10

October 19, 1966

Mr. Edgar A. Taylor, Director
Special Education
Portland Public Schools
220 N.E. Beech St.
Portland 9, Oregon

Dear Mr. Taylor:

I understand that you are working on a project application under Title III whereby you hope to do some over-all state wide planning in the area of Orientation and Mobility for blind children and youth.

I wish to express my desire to make available to you any staff or facilities that we have that would be useful in the planning of this project. I am vitally interested in the area of Oreintation and Moblity and anxious to see Oregon move forward in an over-all well planned program.

Thank you for your interest in this matter.

Sincerely,

Charles C. Woodcock

Charles C. Woodcock,
Superintendent

CCW:jk

NOV 2 66

64

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STATE OF OREGON
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November 1, 1966

Mr. Edgar A. Taylor, Jr.
Director, Special Education
Portland Public Schools
Department of Child Services
220 N.E. Beech Street
Portland, Oregon 97212

Dear Mr. Taylor:

We would be glad to cooperate with the Portland School District and other state agencies in the development of a comprehensive orientation and mobility training program for the blind children and youth of Oregon.

It is my understanding that our contribution in staff time shall be equal to $750.

Sincerely,

Joy Hills Gubser

JOY HILLS GUBSER
Assistant Superintendent

JHG:RSM:sf

NOV 3 '66

65

STATE OF OREGON
COMMISSION FOR THE BLIND
535 S. E. 12TH AVENUE
PORTLAND, OREGON 97214
234-6441

November 2, 1966

Edgar A. Taylor, Jr., Director
Special Education
Portland Public Schools
Department of Child Services
220 N. E. Beech Street
Portland, Oregon

Dear Mr. Taylor:

Several days ago I talked with Mr. Ray Myers of the State Department of Education about a project which he indicated the Portland Public Schools plan to undertake in the near future. As I understand it, the project would provide a comprehensive guide for training blind children and youth throughout the State, especially in the areas of mobility and orientation.

I assure you that we here in the Commission have long noted the need of such a training program and we would be most delighted to participate in the planning and development of the project. For that matter, lending staff assistance when the project is underway.

In my discussion with Mr. Myers I told him he could plan on us to provide at least $200 worth of staff time and if the planning conferences are held away from Portland we would pay the transportation and per diem costs for the staff member or members of this Department who are to participate in the program. I sincerely hope you will have success in obtaining the necessary finances to get this project under way.

If we can be of any assistance to you in helping to obtain these finances please do not hesitate to call on us for same.

Sincerely yours,

COMMISSION FOR THE BLIND

Clifford A. Stocker

Clifford A. Stocker
Administrator

cc: Ray Myers

CAS:ML

PORTLAND PUBLIC SCHOOLS
DEPARTMENT OF CHILD SERVICES
SPECIAL EDUCATION
220 NORTHEAST BEECH STREET
PORTLAND, OREGON 97212

November 7, 1966

To Whom It May Concern:

The Portland Public Schools thru its Special Education Department will be cooperating with other agencies in the development of a comprehensive orientation and mobility training program for blind children and youth in Oregon.

It is my understanding that the Portland School District's contribution in staff time shall be equal to $750.00.

Very sincerely yours,

Edgar A. Taylor, Jr.
Director of Special Education

EAT:mk

CREDITS

It is with real pleasure that we acknowledge the fine cooperative effort which led to the completion of this planning grant from the U. S. Office of Education.

Mr. Clifford Stocker, Director of the Oregon Commission for the Blind; Mr. Charles Woodcock, Superintendent of the Oregon State School for the Blind; Miss Helen Stricklin, Supervisor of the Program for Visually Handicapped, Portland Public Schools, worked closely with Mr. Raymond Myers, Consultant for the Oregon State Department of Education, and Mr. Edgar Taylor, Director of Special Education in the Portland Public Schools, throughout the study.

Especially valuable were the contributions of Miss Kathern Gruber, Consultant to Programs for Visually Handicapped, 1948 Sunnyhills Road, Oakland, California, who spent several days on the Oregon scene.

Finally, particular recognition is due the writers of this final report:

Dr. Knute Espeseth, Assistant Professor
School of Education, University of Oregon

Dr. George Sheperd, Assistant Professor
School of Education, University of Oregon

They met with all participants on various occasions to synthesize and clarify the material in this report.

Raymond Myers

Edgar Taylor